

Section D: Foreign Coordination

Introduction

This section of the General Counterdrug Intelligence Plan (GCIP) addresses the international dimension of the counterdrug intelligence architecture. The action items in this section further enhance the already strong relationships among U.S. counterdrug components operating overseas. They will promote a more robust counterdrug effort between the United States and its allies in the international counterdrug community. This section addresses seven issue areas and advances 12 action items.

Improving counterdrug leadership and coordination in U.S. Missions

The quality and effectiveness of interaction and coordination among the various components involved in counterdrug support vary widely in U.S. Missions abroad. Where most effective, the U.S. Mission leadership clearly defines its oversight responsibility, is well informed, attends to program details, and structures an environment for interagency information sharing. Where it falters, it lacks structure and relies almost solely on the personalities of the U.S. Mission members.

D-1. U.S. Mission Counterdrug Program Coordinator: The Senior Narcotics and Law Enforcement Coordinator appointed by the Chief of Mission pursuant to the Foreign Affairs Reform and Restructuring Act of 1998 (P.L. 105-277) will ensure that U.S. Mission components focus on common drug control matters.

D-2. Structured Information Exchange: The Coordinator will establish and oversee a structured program of information exchange and program coordination among U.S. Mission leaders, and will be assisted by the senior Drug Enforcement Administration (DEA) supervisor in the U.S. Mission. Consistent with agencies' authorities and procedures, U.S. Mission members will continue to conduct drug intelligence activities required by their agencies, in coordination with the U.S. Mission Coordinator. The coordination function provides a systematic approach for meeting interagency and intercommunity drug intelligence requirements. The Coordinator's function is to facilitate a team approach to these drug intelligence requirements.

D-3. U.S. Mission Orientation: Each U.S. Mission should also tailor its own in-house orientation procedures for arriving counterdrug component employees, emphasizing:

- (1) An overview of the local counterdrug program operating environment;
- (2) Familiarization with post counterdrug component key personnel, responsibilities, and program capabilities; and,
- (3) Familiarization with intercomponent mechanisms and procedures in place for information sharing and coordination.

D-4. U.S. Mission Reviews: Counterdrug Intelligence Executive Secretariat (CDX) staff officers will communicate with and visit U.S. Missions with a significant drug-related responsibility, after obtaining the necessary country clearance from the Chief of Mission. The CDX, in coordination with the Counterdrug Intelligence Coordinating Group (CDICG) and appropriate headquarters components, will update the Missions on changes in the counterdrug intelligence community, and assist the U.S. Missions by reviewing the effectiveness of drug intelligence and information sharing, coordination, and cooperation. The visiting team members will provide observations and recommendations to the U.S. Mission members and the Chief of Mission. Visit results will be included in the CDICG semiannual report.

D-5. Intercommunity Counterdrug Coordination Processes: The existing intercommunity counterdrug coordination processes will continue to assist U.S. Missions to identify, set priorities for, and coordinate their efforts against the most significant drug traffickers and their drug trade business sectors in Latin America and in Southeast/Southwest Asia. These processes provide a regular forum for multiple U.S. Mission coordination efforts against designated targets through planning meetings and regional U.S. Mission conferences.

Improving counterdrug intelligence dissemination to host nations

The United States is a signatory to a series of bilateral, multilateral, subregional, regional, and global accords that create a strong backdrop for effective counterdrug measures. To enhance the effectiveness of counterdrug activities in foreign countries, counterdrug intelligence must be available to authorized host nation enforcement officials. Current mechanisms for obtaining approval to release such intelligence are often cumbersome and time-consuming.

D-6. Sharing Intelligence with Foreign Counterparts: The CDICG will coordinate the development of a comprehensive interagency system, governed by adequate policy direction, to facilitate the secure and timely sharing by U.S. Mission components of drug intelligence and information with allies and counterdrug partner nations. This system must ensure that host nation personnel follow policy guidelines and protocols and that there is accountability for information provided. It also must be flexible enough to account for the sensitivity of the information as well as the requirement for timeliness. Agencies producing drug intelligence of use to host nations will ensure, consistent with U.S. national security and foreign policy goals, that this intelligence is provided in a “tearline” or “release to” format in original reporting, for timely release to specific authorized foreign counterparts. In selected nations, the Department of Defense should continue to maintain existing secure information transmission systems and determine whether these systems are adequate for the originating agency of the U.S. Mission to be able to provide time-critical information to authorized and designated host nation counterparts.

Enhancing intelligence on foreign commercial drug smuggling activities

Domestically, the U.S. Customs Service has broad authority to pursue investigations, to seize contraband, and to order merchandise forfeited in support of its border mission. However, for drug smuggling issues internationally, Customs' legal authorities are subordinated to the Drug Enforcement Administration (DEA). Under a 1984 DEA/U.S. Customs Service Memorandum of Understanding (MOU), U.S. Customs Service has relied on DEA for foreign-based drug law enforcement information.

The White House Task Force *Review of the U.S. Counterdrug Intelligence Centers and Activities* identified the need to increase expertise in the foreign collection and exploitation of intelligence addressing drug smuggling in commercial conveyances. The Review recommended that multidiscipline teams consisting of U.S. Customs Service investigators, inspectors, and intelligence analysts be forward-deployed on a permanent basis to U.S. Missions. Their objective would be to collect commercial drug smuggling intelligence in support of their interdiction mission at the U.S. border and share it with the U.S. Mission, and other members of the counterdrug community.

D-7. U.S. Customs Service Drug Intelligence Personnel Overseas: Pursuant to the recommendations of the White House Task Force, the DEA and U.S. Customs Service executed a supplement to their 1984 MOU in August 1999. The new MOU recognizes and addresses the need for U.S. Customs Service to actively participate in gathering critical foreign drug intelligence as part of the national counterdrug effort, while reaffirming DEA's role as the U.S. Government's single point-of-contact for drug law enforcement issues overseas. Consistent with NSDD-38 and with host nation approval, U.S. Customs Service will ensure adequate drug intelligence teams are in the Country Offices under the auspices of the DEA Country Attaché. Consistent with Chief of Mission authority, the U.S. Customs Service teams' tasking will be determined by the Intelligence Division, U.S. Customs Service headquarters, but will be communicated to them and coordinated through the respective DEA Country Attachés.

U.S. Customs Service proposes a phased approach to its personnel deployments, commencing with a small number of temporary assignments followed by permanent placement of drug intelligence teams in selected Latin American and Asian countries. Follow-on phases will include other countries and additional personnel as U.S. Customs Service foreign response to the drug threat evolves.

Increasing drug intelligence law enforcement analytic capability overseas

U.S. Missions in major drug-producing and transit countries need counterdrug analytic and planning support. FY 2000 resources are not programmed to provide a sufficient number of trained law enforcement analysts.

D-8. DEA Intelligence Analysts Overseas: Under this GCIP and consistent with NSDD-38, the Department of Justice will ensure that the appropriate number of permanent analyst positions are assigned to DEA country offices overseas.

Enhancing Department of Defense (DoD) foreign counterdrug intelligence support

DoD provides critical intelligence support for foreign counterdrug efforts at the national, regional, and U.S. Mission levels. Much of the DoD direct counterdrug support to U.S. Missions is coordinated under the various Joint Interagency Task Forces (JIATFs) maintained under DoD's U.S. Southern Command (USSOUTHCOM) and Pacific Command (PACOM). To further consolidate and improve these ongoing support efforts, DoD merged the two JIATFs that had been operating separately under USSOUTHCOM: JIATF-South at Howard AFB, Panama, was merged into JIATF-East at Key West, Florida.

D-9. Coordination of the JIATFs: DoD coordinates and integrates the intelligence responsibilities of PACOM's JIATF-West in Alameda, California, with JIATF-East in Key West, to more effectively support detection and monitoring and interdiction efforts against illegal drug movements in the eastern Pacific Ocean that originate in or transit Latin America. Because these Joint Interagency Task Forces are critical to U.S. interdiction efforts, the CDICG will work with the appropriate Federal agencies to ensure that these services meet counterdrug community needs.

D-10. Tactical Analysis Teams' Staffing: DoD will streamline and improve the staffing and management of its Tactical Analysis Teams (TATs), which are the focal points of DoD counterdrug support for U.S. Missions throughout Latin America and the Caribbean. The TATs fall under the operational oversight of DEA and support U.S. Missions by providing on-site analytic assistance. Because TAT positions are filled on a temporary duty basis, frequent turnover and varying levels of training, experience, and skill of the personnel assigned to them adversely affect many TATs. To improve the continuity and focus, DoD will work with the State Department and with the U.S. Missions in these regions to designate TAT Chiefs' billets, and certain Deputy Chiefs' billets, as two-year (minimum) permanent positions. DoD will standardize its prerequisite qualifications and en route training requirements for individuals selected for all TAT positions.

Increasing attention to foreign drug-related illicit finances

To attack both the means and ends of criminal trafficking enterprises in the United States and abroad, more intelligence is required on their financial operations and relationships. Our counterdrug intelligence and law enforcement communities need more comprehensive and in-depth strategic assessments of drug-related money laundering and other financial crimes, both on the foreign and domestic scenes. This will require that the contributing agencies develop additional expertise and undertake more intelligence

collection efforts. Both the Intelligence Community, with the Director of Central Intelligence (DCI) Crime and Narcotics Center (CNC) as its lead counterdrug element, and the law enforcement community, with the Treasury Department's Financial Crimes Enforcement Network (FinCEN) as its lead element, are increasing efforts directed against foreign drug-related money laundering and associated illicit business and financial activities. Concurrently, CNC and FinCEN will coordinate with each other and enhance both their information-sharing efforts and their support for enforcement efforts against illicit drug-related financial activities.

D-11. Drug Money Laundering Assessments: Both CNC and FinCEN, in close coordination with other components, will collaborate on the enhanced production of finished intelligence assessments for national policymakers and senior law enforcement officials on worldwide drug money laundering and illicit financial activities. These assessments will address the amounts of money involved; the means by which they are moved or laundered; the extent to which they flow abroad; the involvement of known or suspected business and banking enterprises; and the recipients to which they are directed.

Clarifying legal and policy guidelines on law enforcement and intelligence coordination

In many U.S. Missions abroad, staff officers still experience uncertainty about interactions and information sharing between the two communities.

D-12. Legal Policy Guidelines and Procedures: Under this GCIP, the CDX will work with the Department of Justice, State Department, the Intelligence Community, and Federal law enforcement agencies to facilitate development and dissemination of guidelines such as were recommended by the 1997 Joint Intelligence Community/Law Enforcement Working Group (JICLE), and approved by the Deputy Attorney General and Acting Director of Central Intelligence, for coordination of activities and sharing of information within the counterdrug community. Further, counterdrug community components will reduce the guidelines to procedures, as much as practical, for U.S. Missions, domestic offices, and headquarters. The CDICG will periodically review the application and effectiveness of the procedures.